

## Message Text

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TO USMISSION USNATO IMMEDIATE  
INFO ALL NATO CAPITALS PRIORITY  
USNMR SHAPE BELGIUM PRIORITY  
USCINCEUR VAIHINGEN GERMAN PRIORITY  
USLO SACLANT NORFOLK VA PRIORITY  
CINCLANT NORFOLK VA PRIORITY  
USDEL MC BRUSSELS BELGIUM PRIORITY

C O N F I D E N T I A L STATE 058553

E.O. 11652: GDS

TAGS: MPOL, NATO

SUBJECT:GUIDANCE FOR 8 MARCH EXECUTIVE WORKING GROUP  
(EWG) MEETING ON LTDP

REFS: A. USNATO 2158, DTG 021444Z MAR 78; B. USNATO 2311,  
DTG 061907Z MAR 78

1. THIS MESSAGE PROVIDES OUR THINKING FOR US PARTICIPATION  
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IN EWG MEETING ON 8 MARCH. FYI. MARCH 8 MEETING IS  
INTENDED TO PERMIT A FIRST EXCHANGE OF VIEWS ON LTDP TASK  
FORCE REPORTS ON AN UNINSTRUCTED OR INFORMAL BASIS. END  
FYI.

2. REPORTS OF NATO TASK FORCES REPRESENT A TREMENDOUS  
AMOUNT OF VERY USEFUL WORK, AND AT FIRST GLANCE THE

MATERIAL FOR A VIABLE LTDP WHICH WILL NOT BE SO COSTLY AS TO BE UNACCEPTABLE. OUR FIRST CUT AT COSTING SUGGESTS THAT, EVEN IF WE WERE TO ADOPT ALMOST THE ENTIRE PROGRAM, MOST ITEMS COULD READILY BE ACCOMMODATED AT A REAL ANNUAL GROWTH OF 3-4 PERCENT IN DEFENSE BUDGETS OVER NEXT 10-15 YEARS. YOU MIGHT OFFER TO PROVIDE OUR COST ESTIMATES INFORMALLY TO EWG AS SOON AS COMPLETED. MOREOVER, YOU MIGHT POINT OUT THAT THIS IS BEFORE SCRUBBING OF LTDP

MEASURES OR POTENTIAL REPROGRAMMING OF NATIONAL ASSETS VIA TRADEOFFS. THUS WE ARE QUITE ENCOURAGED.

3. IN OUR VIEW, THE TASK FORCE REPORTS SERVE TWO PURPOSES. THE FIRST IS THAT OF INDISPENSABLE SOURCE DOCUMENTS FOR ANY SERIOUS ANALYSIS OF NATO DEFENSE PROBLEMS. IN THIS INFORMATIVE ROLE THEY ALREADY SERVE A VERY USEFUL PURPOSE AND WILL CONTINUE TO DO SO FOR SOME TIME.

4. THEIR MAIN PURPOSE, HOWEVER, IS TO SERVE AS A BASIS FOR SELECTION OF A LIMITED NUMBER OF KEY ACTIONS IN EACH PROGRAM AREA FOR INCLUSION IN THE NATO LTDP BEING PREPARED FOR MAY 1978 NATO SUMMIT. TO THE EXTENT THAT THEY INDICATE NATIONAL COSTS AND NATO COMMON OR COOPERATIVE FUNDING REQUIREMENTS -- AND NOT ALL REPORTS DO -- THEY FACILITATE THE ESSENTIAL COST/BENEFIT

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ANALYSIS WHICH THE EWG MUST UNDERTAKE IN DRAWING UP LTDP ON A REALISTIC RESOURCE AVAILABILITY BASIS. SIMILARLY, THOSE TASK FORCE REPORTS WHICH INDICATE PRIORITIES ALSO FACILITATE THE EWG SELECTION TASK. HERE AGAIN, HOWEVER, NOT ALL TASK FORCE REPORTS CLEARLY ADDRESS PRIORITIES.

5. NATIONAL REVIEW IS HAMPERED BY THE LACK OF ASSIGNMENT OF COSTS TO NATIONS AND BY FAILURE TO INDICATE HOW MUCH OF TOTAL COSTS ARE ALREADY COVERED IN APPROVED PROGRAMS OR ARE HIGH-PRIORITY CANDIDATES FOR COVERAGE IN AN EXISTING PROGRAM. THEREFORE, SUGGEST YOU RAISE THIS TELLING THE TASK FORCE DIRECTORS CONCERNED TO GO BACK INTO THEIR WORK SHEETS AND PROVIDE ADDITIONAL DATA ON COSTING AND PRIORITIES.

6. WE ALSO THINK 8 MARCH EWG MIGHT BE TIME TO FLAG POTENTIAL CONFLICT BETWEEN LTDP AND FORCE GOALS. TO EXTENT THESE CLEARLY OVERLAP, THERE IS OF COURSE NO PROBLEM, AND WE UNDERSTAND THAT SHAPE IS WORKING TO MAKE SURE THE LTDP AND FORCE GOALS ARE CONGRUENT IN ITS AREA OF RESPONSIBILITY. BUT WHAT ABOUT YET OTHER

AREAS LIKE SOME OF THOSE COVERED BY TFS 2, 3, 4, 7 AND 9?  
WE FIRMLY SUPPORT DRC CONCEPT OF A CHALLENGE TO NATIONS  
TO SPEND MORE. BUT IF WE SOP UP ALL THE INCREASED  
SPENDING CALLED FOR IN FORCE GOALS, WHAT WILL BE LEFT  
FOR LTDP IN PERIOD PRIOR TO 1985?

7. MUMFORD'S APPARENT VIEW THAT LTDP WILL REALLY FOCUS  
ON POST-1984 PERIOD IS NOT ACCEPTABLE TO US. NOR WAS  
THIS EVER CONTEMPLATED IN MINISTERIAL OR OTHER GUIDELINES

FOR LTDP EXERCISE. MOREOVER, IT IS NOT YET CLEAR HOW  
MUCH OF A CONFLICT OVER RESOURCE ALLOCATION MIGHT IN  
FACT ARISE. BUT GIVEN NATIONAL COMPLAINTS AT  
OBERAMMERGAU DEFENSE WORKSHOP THAT EXISTING NATIONAL  
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PROGRAMS WOULD SOP UP ALL AVAILABLE NEAR AND MID-TERM  
FUNDS, LEAVING LITTLE FOR LTDP MEASURES, WE FEEL EWG  
SHOULD ADDRESS THIS ISSUE IN LIGHT OF POSSIBLE NEED FOR  
SOME TRADEOFFS AND REPROGRAMMING.

8. WE ALSO AGREE WITH THRUST OF MUMFORD PAPER IN  
USNATO 01258 THAT A LOT OF SECONDARY TF PROPOSALS SHOULD  
BE WEEDED OUT. NOT ONLY DID TF-4 INCLUDE A HOST OF  
FLEXIBILITY STUDY PROPOSALS, BUT TF-1 AND TF-9 INCLUDED  
MANY MINOR RECOMMENDATIONS. THESE AND PROBABLY OTHERS  
CREATE A SERIOUS DIGESTIBILITY PROBLEM. ON THE ONE  
HAND, WE DO NOT WANT TO LET THEM CLUTTER UP MINISTERIAL  
OR EVEN PERMREPS AGENDA. ON THE OTHER HAND, WE DO NOT  
WANT TO SIMPLY SCRATCH ALL OF THEM BECAUSE SOME MAY  
BE QUITE SIGNIFICANT, FOR EXAMPLE, THE TF-9 PROPOSALS  
WOULD PUT NATO SERIOUSLY INTO THE LOGISTICS BUSINESS,  
WHICH WE REGARD AS QUITE DESIRABLE. MOREOVER, A FEW  
ORGANIZATIONAL OR PROCEDURAL MACHINERY PROPOSALS MAY  
INDEED BE IMPORTANT ENOUGH TO MERIT MINISTERIAL  
ATTENTION. WE PROPOSE FOUR COURSES BE PURSUED: (1) NO  
ACTION ON GROUNDS THEY ARE HANDLED ELSEWHERE; (2) REMAND-  
ING FOR ACTION BY REGULAR NATO MACHINERY; (3) EARLY  
NATIONAL AGREEMENT IN EWG OR MAYBE PERMREPS THAT THEY  
ARE ACCEPTABLE, AND HENCE NEED NOT BE CONSIDERED BY  
DEFMINS; OR (4) HIGHLIGHTING FOR DEFMINS A FEW KEY  
CASES LIKE ASG FOR LOGISTICS. TO SERVE THIS LAST  
PURPOSE, YOU SHOULD RAISE IN EWG DESIRABILITY OF A  
SEPARATE CATEGORY OF SO-CALLED POLICY/ORGANIZATION  
PROCEDURAL RECOMMENDATIONS WHICH MIGHT BE BLESSED BY  
MINISTERS, HOPEFULLY EN BLOC. FYI. IT MUST BE KEPT  
IN MIND THAT ORGANIZATIONAL CHANGES CAN BE APPROVED  
ONLY BY THE NAC. IT IS OUR POSITION THAT CIVIL BUDGET  
COMMITTEE VIEWS MUST BE AVAILABLE BEFORE THE NAC MAKES  
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A FINAL DECISION. END FYI.

9. US IS STILL IN THE PROCESS OF DETAILED REVIEW OF TF RECOMMENDATIONS, IN ORDER TO FORMULATE INITIAL US VIEWS ON THE THRUST AND CONTENT OF LTDP BEFORE 21 MARCH REINFORCED EWG. NOT UNTIL INITIAL NATIONAL VIEWS BECOME AVAILABLE AT THIS MEETING WILL IT BE POSSIBLE EVEN TO START DRAFTING A PROPOSED NATO VIEW -- WHICH WOULD THEN BE FURTHER REVISED IN EWG DELIBERATIONS UP TO SUBMISSION OF FINAL DRAFT IN MID-APRIL TO PERMANENT REPRESENTATIVES. HENCE, WE WANT FOCUS OF EWG MEETING OF 21-23 MARCH TO BE NOT SO MUCH ON REVIEW OF TASK FORCE

REPORTS AS SUCH BUT ON THE SELECTION OF MEASURES TO BE INCLUDED IN THE LTDP. IN SHORT, WE WISH TO AVOID A TIME-CONSUMING ADVERSARY PROCEEDING WITH TF DIRECTORS IN FAVOR OF FIRING UP FURTHER ACTION ON KEY POSITIVE ELEMENTS OF THEIR REPORTS.

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